

Chapter 9

Implementation

Introduction

Implementation is the process of achieving the goals set forth in the plan in order to reach the community's vision. Part of implementation is having an action plan that details steps that should be taken, who is responsible for implementation of an action, and the timeline for completing the action. Potential funding sources are also suggested as a part of the action plans.

The Programs and Tools section provides an overview of the funding programs and tools as well as other means of implementing the plan. Decatur County may already use some of these tools, but restating their uses and connecting them to the actions in the comprehensive plan is helpful to people who may not be familiar with all of the operations of the community.

Action Plans

Action plans detail how the goals and objectives will be implemented to achieve the vision for the community. They include the action steps, responsible parties, timelines, and potential funding sources.

The timelines recommended are general in nature. Short term actions should be completed by 2010, medium term between 2010 and 2015, and long term between 2015 and 2025.

The potential funding sources are further detailed in the Programs and Tools section.

Goal: <i>Create a range of housing choices in appropriate areas.</i>	
Action Step: Eliminate barriers to housing choice such as regulations and standards that limit infill development that render lots unbuildable.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Revise the Planned Unit Development (PUD) process to encourage its use for projects that may not fit well within standard zoning districts, but support community objectives such as communities where people can age in place.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Develop site location and design criteria to minimize conflicts between intensive agricultural uses and residential uses.	
Responsible Party(ies): Plan Commission Agricultural community County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Revise the Subdivision Control ordinance to develop clear procedures for use of cluster subdivisions.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	

Goal: <i>Encourage the development of quality neighborhoods.</i>	
Action Step: Revise the Subdivision Control Ordinance to require sidewalks for residential areas and trails where appropriate.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Revise the Subdivision Control Ordinance to require subdivisions with a density over 2.5 units per acre to include open space. Encourage open space to be located where it can be combined with other open spaces to form larger open areas.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Revise the zoning ordinance to allow for neighborhood commercial uses while regulating the size and permitted commercial uses to such small scale uses as dry cleaning pick up/drop off, pharmacies, corner markets, video rentals, etc.	
Responsible Party(ies): Plan Commission County Commissioners Chamber of Commerce	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Revise the zoning ordinance to allow for home-based businesses while protecting the surrounding neighborhood from nuisance.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Develop and implement a review process in the Plan Commission office to ensure that building permits are issued only in accordance with the zoning and subdivision control ordinance.	
Responsible Party(ies): Plan Commission	Timeline: Short term
Potential Funding Sources: General fund	

Goal: <i>Protect the county's agricultural resources and promote the expansion of the local agricultural economy.</i>	
Action Step: Refine the agricultural zoning district(s) to minimize the development of residential uses in areas of prime farm land that are not associated with a farm operation.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Establish clear guidelines for approving rezoning land from agricultural use to non-agricultural uses that protect prime soils and topography and minimize impediments to productive agricultural use.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Encourage and support infill development and redevelopment in order to reduce the demand for conversion of agricultural land for industrial, commercial, and residential uses.	
Responsible Party(ies): Economic Development Corporation Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: Indiana Brownfields	
Action Step: Develop an agricultural business park in cooperation with the City of Greensburg to provide an appropriate location for agricultural businesses (current and new).	
Responsible Party(ies): EDC Chamber of Commerce City of Greensburg Decatur County Farm Bureau IDEM Area Plan Commission	Timeline: Medium term
Potential Funding Sources: Tax abatement Tax Increment Financing (TIF) Agricultural Enterprise Zone* (being considered by the Indiana General Assembly)	

Action Step: Develop an agricultural museum within the agricultural business park.	
Responsible Party(ies): Historical Society Farm Bureau Chamber of Commerce	Timeline: Medium term
Potential Funding Sources: Private funds and grants	
Action Step: Market sites vacated by agriculture-based businesses as redevelopment sites to developers for specific projects	
Responsible Party(ies): EDC Chamber of Commerce	Timeline: Medium term
Potential Funding Sources: Tax abatement TIF	

Goal: <i>Encourage commercial and industrial development in appropriate areas that supports continued growth in the community.</i>	
Action Step: Review existing commercial and zoning regulations and the zoning map to ensure that commercial and industrial uses are appropriately regulated.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Develop guidelines for use in approving rezoning applications to ensure that the rezoning will not be detrimental to the existing land uses in the community.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	

Action Step: Ensure that new commercial and industrial development is appropriately supported by infrastructure including water, sewer, and roads.	
Responsible Party(ies): Plan Commission Highway Department Utility providers County Commissioners Developers	Timeline: Short term
Potential Funding Sources: Barrett law General fund TIF revenue	

Goal: <i>Create a variety of quality transportation opportunities throughout the community</i>	
Action Step: Develop a countywide recreational trail plan.	
Responsible Party(ies): Trail group Plan Commission Highway Department County Commissioners County Council	Timeline: Short to Medium term
Potential Funding Sources: Indiana Department of Natural Resources grants	
Action Step: Implement the trail master plan by developing the proposed trails.	
Responsible Party(ies): Plan Commission Highway Department Parks and Recreation County Commissioners County Council	Timeline: Medium term
Potential Funding Sources: Transportation Enhancement grants TIF revenue General fund	
Action Step: Continue support for the "Catch a Ride" program or another demand responsive transportation system.	
Responsible Party(ies): County Commissioners County Council	Timeline: Short term
Potential Funding Sources:	

General Fund	
Action Step: Develop access management standards as a part of the zoning and subdivision control ordinances.	
Responsible Party(ies): Plan Commission Highway Department County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Work collaboratively with the City of Greensburg to extend the access management projects underway in the city into unincorporated areas as appropriate	
Responsible Party(ies): Plan Commission Highway Department County Commissioners County Council	Timeline: Short to Medium term
Potential Funding Sources: TIF revenue	
Goal: <i>Encourage roadway improvements that appropriately accommodate the movement of farm equipment.</i>	
Action Step: Improve key north-south and east-west agricultural routes to provide better access for farm vehicles.	
Responsible Party(ies): Highway Department County Commissioners County Council	Timeline: Medium term
Potential Funding Sources: General fund Local Road and Street fund Motor Vehicle Highway fund	
Action Step: Carefully review development proposals for their impact on traffic, including farm vehicle movement.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: NA	

Goal: <i>Foster roadway design that supports a variety of users.</i>	
Action Step: Revise the subdivision control ordinance to require multiple points of ingress/egress where feasible and include the emergency management services in the subdivision review process.	
Responsible Party(ies): Plan Commission Fire Departments Ambulance services County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	

Goal: <i>Maximize infrastructure investment through promotion of compact development served by adequate public facilities.</i>	
Action Step: Engage in a capital improvements planning process that considers water and sewer extensions in addition to roads and other public infrastructure, coordinating the expansion plans with the land use plan.	
Responsible Party(ies): County Commissioners County Departments County Council Utility Providers	Timeline: Short term
Potential Funding Sources: General fund	
Action Step: Support development proposals for land already served by existing urban services.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: NA	
Action Step: Provide incentives, to the extent possible, for businesses that choose to locate where there are existing urban services.	
Responsible Party(ies): EDC County Commissioners County Council	Timeline: Short term
Potential Funding Sources: TIF revenues Tax abatement	

Action Step: Revise the zoning and subdivision control ordinances to require new development be supported by adequate public facilities.	
Responsible Party(ies): Plan Commission County Commissioners	Timeline: Short term
Potential Funding Sources: General fund	

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Programs and Tools

Trails

Trails provide a transportation alternative as well as a recreational facility in many communities. Some trail systems are local to a specific community, while others contribute to a regional or national trail system. Many trails have been developed along abandoned rail corridors (rails-to-trails), but many local systems are being integrated into the design of new roadways and retrofitted into existing roadways to provide transportation alternatives. Two of the programs that can assist with the development of trail systems are the Recreational Trails Program from the Indiana Department of Natural Resources, Division of Outdoor Recreation and the Transportation Enhancements (TE) Program through the Indiana Department of Transportation, Division of Multi-Modal Transportation.

The Recreational Trails Program is matching assistance (20% match for communities) for the acquisition and development of trails. Other state and federal funds may be used for the match.

Indiana Department of Natural Resources, Division of Outdoor
Recreation
402 W Washington Street, Room W271
Indianapolis, IN 46204
317/232-4070

The Transportation Enhancements Program is a cost reimbursement grant program with a 20 percent local match requirement. A range of activities related to transportation are eligible for the program.

INDOT, Division of Multi-Modal Transportation
100 N. Senate, Room 901
Indianapolis, IN 46204
317/232-5224

Transit

The “catch a ride” system in Greensburg is an example of a demand-responsive transit system. These systems are critical to meet the transportation needs of the disabled and the elderly, who are primarily served by such services. Two of the grant programs that may be able to provide assistance to the “catch a ride” system are the Capital, Operating, and Intercity Bus Assistance for Small Urban and Rural Areas grants and the Public Mass Transportation Fund grant. Both grants are through the Indiana Department of Transportation.

Indiana Department of Transportation
100 North Senate Ave., Room N901
Indianapolis, IN 46204
317/232-5533

Zoning

Zoning is the primary implementation tool for the comprehensive plan. It is the means of legislatively determining the location, quality, and quantity of new development. The zoning ordinance is legally enforceable.

Decatur County's current zoning ordinance was adopted in April 2007. The ordinance established four residential districts, three commercial districts, two industrial districts, and two agricultural districts. The zoning map is an adopted part of the zoning ordinance.

The zoning ordinance should be updated following the adoption of the comprehensive plan to ensure contiguity between the two documents and encourage implementation of the comprehensive plan.

Subdivision Control

Like zoning, the subdivision control ordinance is a legislatively adopted, enforceable means of implementing the comprehensive plan. The subdivision control ordinance establishes the circumstances under which the division of existing parcels may occur and establishes the process for creating new parcels.

The subdivision control ordinance should also be updated when the zoning ordinance is updated.

Conservation Subdivisions

A conservation subdivision is a subdivision that includes common open space around clustered compact residential lots. The purpose of this type of subdivision is to preserve farmland or other natural resources while allowing developers to reach the full development potential of the land allowed under the zoning and subdivision control ordinances. Clustering the homes also reduces the amount of infrastructure, reducing costs to the developer, the future homeowners, and for the maintenance of the infrastructure.

With conservation subdivisions, developers are allowed to build homes on smaller lots if they leave a portion of the land in its natural state or in its existing state as agricultural land. For example, if the zoning ordinance allows for a minimum lot size of 10,000 square feet, a 50 acre parcel would yield 200 houses. If the zoning and subdivision control ordinances allowed

for conservation subdivisions, the developer would be permitted to build the same 200 houses on 5,000 square foot lots and leave 50 percent of the land in open space. The open space portion would typically be preserved by a conservation easement and managed by a homeowners association or land trust. The terms of the easement could allow for continuation of agricultural uses.

Conservation subdivisions are not only used to preserve farmland, but also to protect natural areas such as wetlands, tree stands, views, or historically important areas.

Capital Improvement Planning

Capital Improvement Plans are a system of documenting the capital investments that a jurisdiction plans on making over the next five years. These plans identify projects, timelines, estimated costs, and funding sources and are linked to the budget process. They are a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budget process.

Economic Development Income Tax (EDIT)

The county economic development income tax (CEDIT or EDIT) is a form of income tax that may be imposed by counties at a rate of up to 0.5% of the gross income of county tax payers. Revenues are distributed to adopting counties and the municipalities in those counties and may be used as a source of funding for economic development projects. The definition of economic development projects is established in the statutes, but is rather broad. Decatur County currently collects the county economic development income tax.

Tax Abatement

Tax abatement is a phase-in of property taxes that is designed to encourage development in areas that would not otherwise develop.

Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company and the community's economy.

Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

Tax Increment Finance (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred "but for" the reinvestment in the area through the TIF proceeds.